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ABSTRACT

The U.S. response to a UNESCO Questionnaire issued in preparation for the 3rd World Conference on Adult Education, held in Tokyo, Japan, July 27 to August 8, 1972, is presented. The questionnaire consists of the following five parts: Part I. The Relation of Adult Education to Economic, Social and Political Objectives; Part II. Adult Education in Relation to the Educational System; Part III. Financial Resources; Part IV. Methodological Aspects; and Part V. Personnel for Adult Education. (DB)

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UNESCO QUESTIONNAIRE

Third International Conference on Adult Education

Prepared By Division of Adult Education Programs
Bureau of Adult Vocational and Technical Education
U.S. Office of Education

January 1972

AC012380

Part I

THE RELATION OF ADULT EDUCATION

TO

ECONOMIC, SOCIAL AND POLITICAL OBJECTIVES

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I. THE RELATION OF ADULT EDUCATION TO ECONOMIC, SOCIAL AND POLITICAL OBJECTIVES.

1. Which of the country's main social, economic and political objectives have been strongly supported by adult education since 1900? In what ways? How is the link and mutual relation established?

Adult education in the United States is valued almost universally as a tool for improving the human condition. It is a historical fact that education in America has been regarded as a primary means to individual and national economic development.

Political debate and advocacy groups have focused on social and political values that have brought changes in the form and function of organized adult education.

During the decade of the 60's the federal government mounted massive programs designed to eliminate pockets of poverty.

The government also took positive steps to change by law and by leadership discrimination against minorities, particularly blacks, by seeking to provide them with equal job opportunities, full freedom to vote, and equal educational opportunities.

Newly formed community action agencies, labor unions, religious institutions, voluntary and professional organizations, as well as, the established educational institutions sought a more rapid realization of the goals of economic and social and political equality for all citizens.

The social unrest of the decade as well as debate and discussion of traditional values brought a new awareness that continuing education of the electorate was of critical importance to a democracy undergoing rapid social and technological change.

National efforts to eliminate poverty emphasized career training to increase the job skills of individuals. It is now a national objective to provide opportunities for all adults to acquire a secondary level education.

Fair pay, equal opportunity, and a substantial day care program for the children of working mothers will enable many women to return to the job market at a variety of skill levels.

Commissioners on the status of women have been established in the 50 States and have urged the development of a comprehensive program of continuing education geared to the individual woman's needs. At present some 300 colleges and universities offer special programs of counseling, on-and off-campus classes, part-time study, and family life conferences for mature women. The trend toward a shortened workweek, particularly for technical and service workers, presents a challenge for all adult education agencies to provide new opportunities and arrangements for the continuing personal and social development of adults in America.

Continuing education undertook the task of equipping the electorate to cope with social and economic change and to make it ordered, purposeful, and productive.

The concern for the improvement of environmental quality, land use, planning, population growth, and land and water conservation is reflected in new federal and private efforts in adult education. The change in public attitude has been dramatic - air and water pollution are frequently ranked as a critical problem in local communities.

The increasing use and abuse of drugs in this society has spurred new adult and community education efforts by schools, professional groups, and the mass media. As one aspect of "continuing health education," this

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concern with drugs has inspired new federal legislation for education at all levels.

In general, the adult education efforts of non-public agencies, such as labor unions, business and industry, and the multitude of voluntary civic and social service agencies and organizations, paralleled the concerns of government at the Federal, State, and local levels.

The thrust of social, economic, and political objectives as served by adult education might be indicated by saying that it concerned itself with the life roles of the American -- his role in his family, his relation with other citizens, his own personal development, increasing his job skills, making his leisure more meaningful, bringing him into the mainstream of national life by political and social activity, educating him as a consumer, taking his mind (if not his body) outside of his national boundaries and making him something of a citizen of the world and (since millions watched on TV as man walked the surface of the moon) a citizen of the universe.

The "link and mutual relationship," between societal goals and adult education is a product of the societal marketplace and an interplay of supply and demand.

Although there is no national policy that guides the organization and development of adult education in America, there are significant centers of influence. The federal government by its legislative actions and monetary support has substantially encouraged the expansion of "literacy education" and vocational or career education in the past decade.

The several adult education associations with individual and institutional members have been a pervasive influence in the setting of goals and priorities for adult education in America. Fourteen groups

have formed the Coalition of Adult Education Organizations to achieve close cooperation and improved communication on significant national issues related to the education of adults.

In 1969, the "Galaxy Conference of Adult Education Organizations" was based in Washington, D.C., bringing together for the first time members of the various interested groups. (Further information is contained in a Report on the 1969 Galaxy Conference: Syracuse University, Publications in Continuing Education.)

In the mid-sixties two Presidentially appointed advisory councils were established to review federally supported adult and continuing education and to make recommendations to the President and the Congress. The National Advisory Council on Adult Education is engaged in surveying the effectiveness of programs in adult basic education. The National Advisory Council on Extension and Continuing Education has identified a large number of federal efforts that are addressed partially or wholly to the educational needs of adults. Both Councils are expected to recommend major changes in the federal system of administration for adult and continuing education in 1972. (Additional information is contained in the 4th and 5th Annual Reports of the National Advisory Council on Extension and Continuing Education and in the 3rd Report of the Advisory Council on Adult Education. Copies are attached.)

Supply and demand have not permitted adult education in America to meet all of the new needs of its citizens during the past decade, but they have assisted the new needs to be perceived and in some measure served. The result can be observed; but the process by which it occurred, "the link and mutual relationship," defies clear and orderly explanation.

2. Describe any reappraisal of the contributions of adult education to development which has taken place between 1960 and 1970.

Increasing awareness that learning throughout life is essential not only to economic success but to a better way of life in a better society has marked the last decade. During its troubled years many a thought-leader has changed his perception of adult and continuing education from a pleasant hobby to fill the leisure hours of the middle class to an essential for national survival.

At the same time, adult educators have reappraised national needs and moved to help people to keep up with advancing technology and to cope with social changes. The Extension Service of the U.S. Department of Agriculture, which has long served the needs of farms and rural communities, perceived a need for nutritional guidance in urban areas, an expertise which it possessed, and moved into the cities with help.

A reappraisal of adult education by the Congress and the Executive Branch and by institutions of higher education supported an expansion and upgrading of professional training programs.

And the communications media, a vital part of American adult education, have aggressively sought in this decade to improve the services to their readers and listeners. Although journalists do not consider themselves as adult educators they perceive themselves as shaping the viewpoint and values of the people.

The formation of the Corporation for Public Broadcasting is seen as the most dramatic development in the use of mass media for adult education.

3. What are - if they can be identified - the major socio-economic, socio-political, or socio-cultural objectives for the 70's, which will need to be correlated with large-scale adult education activities?

The major socio-economic, socio-political, or socio-cultural objectives which will need adult education activity involve coping with conditions and

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problems present or about to enter the national scene. Some of these are:

More persons on the job market in an economy which has few jobs for the unskilled, will require new and expanded education for upgrading employment skills.

More leisure time as adults retire from active work will require new opportunities for personal development.

There will be a greater percentage of young and old in the population. Some of the young have gone through various levels of formal education without the job skills or societal know-how that will be required of them during their mature years.

Our population is leaving the farms and small towns and flocking to cities and their suburbs. This urbanization will require a variety of skills which the present urban problems make clear we do not now possess.

Even without increasing urbanization our environment is showing dangerous signs of wear and tear, and we will need to clean up our environment and straighten out our ecological imbalances.

Technological advancement will require life-long learning to function effectively as a wage earner and citizen.

Poverty continues to be a stubborn foe, and the battle against it will continue to be fought by adult educators.

As we flock together in metropolitan areas, education must make available opportunities for self-fulfillment.

Adult education will use much of its resources in the continuing effort to achieve equal social and economic opportunities for all Americans.

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4. What action must be envisaged in your country to enable adult education to make an effective impact on the above priority issues?

Basic needs for action are:

1. A wider choice of programs to serve a wider variety of people;
2. Stronger financial support from a mixture of government, foundation, organizational and industrial sources;
3. Improved coordination of programs at local and national levels;
4. Expanded programs for training adult educators;
5. Increased research on the functional needs of adults.

To enable adult education to make an effective impact on these priority issues in the 70's new forms of cooperation and coordination are necessary.

A proposal has been made for the establishment of a "National Center for Life Long Learning" to develop future policies for the continuing education of adults in America.

Such a National Center would be quasi-governmental, i.e. receive both federal and private financial support.

A National Center would serve as a reference point for the various organizations and agencies of adult education. The National Center would evaluate existing programs and structures, recommend priorities for Federal support, develop a communications network among organizations at local, state and national levels, and serve as an information center for researchers, administrators and teachers in adult education.

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5. How are adult education activities correlated to problems of the individual (individual needs, standard of living, changes in values, etc.)?

One of the notable developments of the decade was the refusal of millions of Americans, particularly among the young and the disadvantaged, to be treated as a statistic or a faceless component of a group. "I am a human being; do not fold, staple, or mutilate me," was a humorous slogan which emphasized that more individuals demanded that government and society treat them as what they, in fact, were -- individuals. This has been accompanied by the realization that solving the problems of individuals often solves what are regarded as "national" problems. Education was seen as a tool for assisting the individual to solve his problems as an indivdual; and since the majority of Americans were not in school, adult and continuing education was obviously an important vehicle for problem-solving on a person-by-person basis. During the decade the Congress passed more than twenty major pieces of legislation in support of adult education. In the Higher Education Act of 1965, the Congress encouraged higher education institutions to form partnerships with their communities to mount educational programs directed to problems of housing, land use, recreation and community development. The correlation is somewhat built into a perpetual motion system. Adult education was a factor in raising the aspirations of citizens and increasing their desire for fulfillment as individuals. Institutions and local, State, and Federal governments responded to meet these needs and desires by directing, shaping and financing adult education efforts.

6. How is adult education integrated into other predominately non-educational activities of society (for example, land settlement schemes, agrarian reform, projects for urbanization, self-managment systems, co-operative schemes, family planning programmers, etc.); or the everyday life of the individual (for example, working life, spiritual life, family roles, leisur etc.)?

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Adult education activities of one form or another are provided by practically every type of institution with which adults come into daily contact. Many have only a secondary interest in adult education. Such groups include the military, labor unions, churches, voluntary social and civic agencies and foundations. Some of these are more concerned with the needs of society. There is no machinery to guide, correlate, or even measure all of these activities, and in America's pluralistic society it may be that no such machinery will ever be created.

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Part II

ADULT EDUCATION

IN

RELATION TO THE EDUCATIONAL SYSTEM

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II. ADULT EDUCATION IN RELATION TO THE EDUCATIONAL SYSTEM

1. Is adult education conceived and organized separately or in conjunction with education for children and adolescents (with regard to planning, administration, content, staff, funds, institutions, etc.)? What are the advantages and disadvantages of the present arrangements?

For the purpose of answering this question, let us consider adult to mean a person who has entered upon the responsibilities of maturity, is occupied with earning a living and is beyond the compulsory school age and consider adult education to be instruction on an organized basis by a recognized institution and pursued on a systematic basis by the learner. Such adult education is organized in many communities in connection with the elementary and secondary school system. In a few communities, this may be the sole source of adult education; but in most, a wide variety of other organizations provide adult education. These include employers, churches, unions, military service schools, colleges, public libraries, correspondence schools, community agencies, and a wide variety of professional, proprietary, and voluntary institutions. Adult education assumes such varied forms as courses taken for credit, informal instruction, on-the-job training, correspondence study, and discussion groups or demonstrations at home, shop, in the field, or the office.

The Initial Report, Participation in Adult Education, 1969 (See Appendix I), produced by the U.S. Office of Education from a sample of 105,000 persons, listed the following highlights.

Among the estimated total United States population of 130,314,000 persons age 17 and older, 10.1 percent participated in adult education, 8.1 percent were full-time students, and 81.8 percent did not engage in

any formalized education during the year ended May 1969. Of the 119,719,000 eligible population (i.e., excluding full-time students), 11.0 percent participated in adult education.

Although women outnumbered men both in the total population age 17 and over and in the population eligible for adult education, more men participated in adult education; 12.6 percent of the eligible men took adult education, compared to 9.6 percent of eligible women.

The U.S. Office of Education warns that its figures could be low, and other studies using a different basis of definition have indicated that participation may be greater.

In summary, most adult education programs are conceived and organized separately from educational programs organized for children, young adults or full-time college students. However, there has been a growing trend since 1965 for the elementary and secondary school system, the community college, and the university to accept greater responsibility for planning, organizing, coordinating, and staffing local adult education programs.

Some of the advantages of separately organized programs for adults are:

a. They acknowledge in very concrete terms that deliberate and ordered learning on the part of adults is a persistently essential function in a complex society.

b. They permit the accommodation of a very broad spectrum of educational goals. Many of these goals are appropriate only to private, partisan, or sectarian groups but are desirable, or at least permissible, within the framework of our free society.

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ethnic, educational, vocational, age, interest, or other characteristics of the members.

c. They tend to identify and enlist educational resources not otherwise available. No single institution and no complex of public institutions can be expected to identify and enlist the total reservoir of continuing education resources available in any community in meeting the vast range of needs and interest.

d. They spread the benefits of planning, organizing, interpreting, and instructing among many individuals and groups.

e. They tend to produce more responsible behavior on the part of participating groups.

f. The increased number of agencies permits expansion of educational opportunities, limited only by the will, vision, and resources of those involved.

The disadvantages of separately organized programs are:

a. They may create or magnify divisions among institutions and groups.

b. They may accentuate inequities and inequality of access to educational opportunities.

c. They may result in overlooking and overlapping in education services.

d. They may result in inefficiency in the employment of educational resources.

2. Name the major ministries involved in adult education under headings a, b, and c:

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a. Directly by organizing courses, etc.

(1) Local school districts

(2) Community colleges

(3) Area vocational-technical schools

(4) Cooperative extension service

(5) College and university extension service

(6) Public libraries

(7) Community action agencies

(8) State and local public health departments

(9) State and local law enforcement agencies

(10) National, State, and local parks and recreation systems

b. By providing financial assistance, grants-in-aid, coordination and inspection services, etc.

(1) Federal and State Departments of Health, Education, and Welfare

(2) Federal and State Departments of Labor

(3) Federal and State Departments of Housing and Urban Development

(4) Federal and State Offices of Economic Opportunity

(5) Federal and State Departments of Agriculture

(6) Federal and State Park Services

(7) Corporation for Public Broadcasting

(8) Federal and State Correction Agencies

c. In other ways.

The Federal Communications Commission* (FCC) affects the content of broadcasts. The fairness standards of the FCC have a substantial impact on the access of opposing points of view to the air waves, which are certainly

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important to the education of adults on important issues of public concern. FCC actions in granting and renewing licenses encourage broadcasters to present public service programs that may be informational but rarely organized as an educational experience.

*(The FCC assigns frequencies and licenses to broadcasters. Failure to meet its requirements can result in the broadcaster losing his licenses, which usually means losing a business which makes profits from the sale of advertising. The thrust of the FCC fairness doctrine is that when a station broadcasts one side of an argument it must also broadcast the opposing argument. One criterion for licensing is that the station carry material to educate and inform the public.)

3. What are the main non-governmental organizations active in adult education? What are the main non-public bodies or institutions contributing to adult education? What methods and modalities are used to solve problems regarding the coordination between the multitude of governmental and non-governmental, public and private activities and resources?

The main non-governmental organizations active in adult education are:

(1) Churches and synagogues

(2) Business and industry

(3) Labor unions

(4) Private schools

(5) Art councils, libraries, and museums

(6) Business and civic associations

(7) Charitable foundations

(8) Non-charitable foundations

(9) Professional societies

(10) Communications media

(11) Community organizations

(a) Voluntary associations

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(b) Political parties
(c) Service clubs
(d) Charitable groups
(e) Fraternal organizations
(f) Special interest groups
    1) Farm organizations
    2) Veterans groups
    3) Ethnic and racial groups
    4) Cause groups (conservation, etc.)
(g) Trade associations

The methods and modalities used to solve problems regarding the coordination between the multitude of governmental and non-governmental, public and private activities and resources are as follows:

(1) Some coordination of adult education is done by voluntary coordinating councils at the local level. At the State and national levels there has been an attempt to formalize the organizational structure by building programs offered by many public and private agencies.

Officially, there are advisory groups of lay citizens who are convened by the government--but which operate independently of the government. These national advisory groups give advice in the areas of vocational - technical education, general adult education, agricultural extension, and general university education. The Department of Agriculture also has an Advisory Council on agriculture extension.

(2) In some communities, community colleges serve as a coordinating agency. In other situations, intermediate school districts serve as coordinating agencies attempting to coordinate services of local school systems and other governmental agencies. In still other situations, the area vocational-technical schools serve in this capacity.

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4. What are the possiblities for adult learners to combine school and out-of-school education either simultaneously or sequentially? Describe facilities available for men and women to begin or resume formal education at various stages of their lives.

(It is assumed that formal education is that education that would lead either to certification or to a degree.)

The possibilities for adult learners to combine school and out-of-school education are:

(1) On-the-job training as provided through apprenticeship and manpower training programs.

(2) Many programs that combine an organized meeting with presentations on television. Foreigh language training is an example.

(3) Correspondence courses that run in conjunction with regular classes or television presentations.

(4) Equivalency tests for high school and college that students prepare for by in-class experience as well as out-of-class programmed instruction.

(5) Educational programs and discussion groups organized around the television media.

(6) A number of educational experiences such as army training, language competency and foreign travel are equated for formal credit.

(7) University-sponsored, off-campus instruction

Some of the facilities available to adults to begin or resume formal education at various stages of their lives are:

(1) Public school districts

(2) Community colleges

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(3) Area vocational-technical schools

(4) Cooperative extension agencies

(5) College and university extension services

(6) Parochial schools

(7) Proprietary schools

(8) Public libraries

(9) Professional societies

Sabbatical leaves for instruction and study, financed by the employer or employee, are becoming increasingly available. Government and private employers are increasingly offering staff and opportunity to upgrade job skills both by on-job and classroom training, including academic courses conducted or sponsored by the employer. The training of civil servants employed by the federal government is supported by the Government Employees Training Act.

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Part III

FINANCIAL RESOURCES

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III. Financial Resources

1. Estimate the proportion of the total national expenditure on adult education coming from the following sources of finance:

Introduction

The pervasiveness of adult education in American life, the relationship between the Federal Government and State and local governments, and budgetary practices which do not isolate adult education efforts which are not the main thrust of an agency (for example, most police departments conduct educational programs on safe driving, crime prevention, etc., but this cost is not isolated in the department budget) make any estimate of proportional expenditure a very risky exercise. One long-established agency, the Department of Agriculture's Cooperative Extension Service, is financed about 40 percent national, 40 percent State, with the remaining 20 percent coming from local governments. Some experimental and innovative adult education programs are financed almost entirely by the Federal Government, while many local adult education programs are financed entirely at the local level. Ninety-three percent of the funds expended for all educational levels derives from local and State sources. The United States has a strong tradition that public education be under local control. Perhaps some comments on the agencies mentioned in this question may be of help.

Public Funds

(a) Federal Government

Almost every unit of the Federal Government has some funds allocated to the education and/or skill training of adults. The

amount of funds spent for adult education by the Federal Government is in excess of $3 billion. For example Federal expenditures for adult basic education in 1972 from the U.S. Office of Education totaled 63.1 million dollars.

(b) Local Governments

Units of local government (village, town, city, county, State, and school district) spend some funds annually for some kind of continuing education for adults. Some States spend funds by an established formula assisting localities with adult education. Many minor political divisions spend funds as needed to provide for critical educational needs of certain groups of citizens. For example, a town or village may appropriate funds for the training of medical emergency technicians to man the volunteer ambulance squad. Or they may finance special police or fireman training. State and local governments expend funds to match Federal allocations.

Other sources

(a) Voluntary Organizations

Voluntary private organizations, exclusive of industry, commerce, and agriculture, are of limitless variety. Expenditures range from the millions granted by the Ford Foundation for research and demonstration projects to the donation of a film projector by a service club. A reliable estimate of total contributions in funds and services is impossible.

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(b) Industrial and Commercial Enterprises

Nearly every business of any size provides job training and/or education for its employees. Last year the General Electric Corporation carried a budget item for education of approximately $3 million. Since there are nearly 100 companies of this size category in the United States, if each makes a similar expenditure the total would be about $300 million.

During the decade of the 60's there has been a trend for major unions to write educational funding in the union contract. This suggests a combination of union funds and business funds being intermingled in a common education expenditure. This kind of expenditure for adult education cannot be determined from available records.

(c) Agriculture (co-operatives, firms, etc.)

In the field of agriculture, there has been a historic marriage between the Federal Department of Agriculture and the agricultural education endeavor managed by the Land Grant Colleges. Marketing cooperatives, such as grain, milk, eggs, produce, have frequently provided educational opportunities for up-grading the individual's expertise in production and marketing. Further, industrial companies manufacturing machinery, pesticides, and packaging have periodically provided educational activities related to the wider acceptance and use of their products.

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2. To what extent is adult education financed by the adult learners themselves in the form of fees, etc.?

There are hundreds of private schools which provide career education for a fee and many adults pay tuition to take courses at educational institutions in their spare time. It is estimated that learners pay a major fraction of the national bill for adult education. An exception to this general policy is the adult basic education program or the national literacy effort in which the Federal government provides 90% of the cost. Through the Congress, the Nation has taken the position that every citizen should have access to the equivalent of a secondary education. It may be that the principle of a free public elementary and secondary education, deemed necessary to keep the United States' society viable, will be extended to the principle of life-long access to free learning to retain this viability in the increasing complexity of our society. Many of the programs and expenditures of tax monies to provide job training and other compensatory programs for the victims of discrimination, such as blacks, move the country closer to free education at every stage of life.

3. What provisions are made for supporting adult learners, e.g., by free tuition, scholarships, paid study leave, reduced working hours, child care provisions, etc.?

On a percentage basis, it would appear that only a small number of adult learners have been registered in educational programs which make provisions for the cost of their living expenses while in training.

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A number of Federal programs serving the disadvantaged adults have contributed toward their support by providing a stipend. Both government and industry have provided a modest amount of scholarships and pay study leave to stimulate employee up-grading. For example, one State education department has provided half pay for as many as five employees per year out of a total of 3,500 employees.

Some industrial and commercial enterprises have allowed time off for special training programs. Some of these have been operating in cooperation with labor unions. Recently, some units of State or local government have permitted training during working hours without the loss of pay.

Providing child-care programs for parents needing vocational training has been a problem in recent years for which little or no provision has been made.

4. Is non-governmental adult education in any way financially supported by government? If so, how?

Non-governmental adult education is sometimes financed directly or indirectly by government. One illustration of this would be the National Alliance of Businessmen, which has intermingled private and public funds to provide certain training for potential employees. A number of vocational and rehabilitation programs have provided a portion of the employee's salary to the industry employing these individuals as a partial payment for the training provided. In addition, tax benefits contribute to the feasibility of substantial donations by

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corporations and foundations. The extent of Federal support for non-governmental adult education is unknown. However, non-profit Community Action Agencies and business and industry are supported by the government.

5. Note, in proportion to other expenditure (especially in proportion to expenditure on formal education), major changes in financial allocations to adult education since 1960, and say whether significant changes are envisaged for the 1970's.

There is much evidence to indicate an increase in financial allocations for adult education by the Federal Government during the decade of the 60's, and some evidence to show this will be increased during the decade of the 70's. Occupational, manpower training and adult basic education programs, which are designed to increase employability, are expected to receive increased funding in the 1970's. Further, there are a number of developments to indicate a broader recognition that increased education will assist in resolving some of the social and economic problems presently plaguing adults. Revenue sharing of Federal funds with State governments would allow State determined educational priorities. This proposal would replace a number of special programs for special groups.

6. Indicate the size and nature of external aid, if any, provided by your country for the education of adults in other countries.

Eighteen Federal agencies provide programs for the promotion of international understanding and the provision of foreign technical assistance. Extensive programs of adult education are carried on by cabinet level Departments (Labor, HEW, Interior etc.)

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Such programs as A.I.D. and Peace Corps are specially designed to provide educational opportunities for the citizens of other countries. The A.I.D. program of technical cooperation has identified as one of its three priority areas for assistance during the 1970's the area of non-formal education whereby systematic learning can be provided outside the formal school system. A.I.D. in cooperation with the World Bank is identifying successful non-formal programs, such as the Mobile Trade Training Units in Thailand, which might be adapted to the needs of other countries. Within the limits of its resources, A.I.D. plans to encourage and help developing countries in (1) the creation of a philosophy and concept of non-formal education as a part of their national learning system, (2) making an analytical inventory of national activities and selected international experience, (3) formulating the design of a national program based on systematic study of national needs, (4) making an examination of national resources for carrying out the program, and (5) creating mechanisms within the government to provide leadership and coordination.

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Part IV

METHODOLOGICAL ASPECTS

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IV. Methodological Aspects

1. Describe major innovations in methodology and in the use of modern communication media which have been introduced in your country in recent years. If evaluation of such innovations has been made, please attach documents or reports.

The methodology of adult education reflects a trend toward greater individualization of learning experiences. Individual curriculum material (software) and mechanical devices (hardware) are being used at all levels -- from the teaching of illiterates to refresher courses for postgraduate professionals. These instructional systems may be paced to the individual's rate of assimilation of their content.

The old method of a single teacher with a limited number of pupils at various levels of educational achievement that was developed for the rural schools of America has been reintroduced to provide learning opportunities for illiterate or undereducated adults. This method has been augmented and supplemented with the new educational technology including programmed materials and texts as well as mechanical devices, readers, pacers, video tape recorders, magnetic recorders, and in some instances, computer-based instruction.

Agricultural Extension techniques range from one-to-one, face-to-face learning to the use of mass media, such as motion pictures, radio, television, pamphlets and bulletins. Trained volunteer leaders are used extensively to enlarge the teaching resources of the Extension Service.

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Because of the difficulty of involving people with little education and little income, pilot programs were developed to try new ways of teaching them. New programs have featured the employment of subprofessional, indigenous program aides who receive training from and are supervised by a university-educated professional adult educator. Typically, the professional recruits these aides from the group of people the program is expected to reach. The aides are paid for the actual working time, usually in a temporary employment status.

Several purposes are served by this arrangement. It is efficient in reaching large numbers of people with face-to-face instruction; it is economical as compared with the cost of teaching by professionals; it reaches clientele who are not accessible to professionals; non-professional paid personnel allow flexibility in staffing for particular clientele and program emphasis.

Large numbers of unpaid volunteers--men, women, and youth--personally conduct many extension educational activities or assist professional staffs.

The trend toward individualized instruction has produced a number of learning resource centers, particularly at the developing community college institutions, where adults may--when the time is convenient to them--pursue the areas of knowledge and skill that they feel are most necessary and where they may achieve at their own pace.

Itinerant teachers for high school completion programs for adults are used in some communities. The relaxation of the technical credential for operation of short-range FM radio stations holds

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great promise for future adult education programming. The establishment of cable TV and increased acceptability of programmed learning through cassettes provide a basis for the establishment of "home learning centers."

2. What have been the main reasons for adoption during the 1960's of new methods, media, and new educational technology in adult education?

The invention of techniques and machinery faster than man has learned to put them to optimum use has confronted adult education with a challenge of unprecedented size and difficulty. The challenge is to enable man to be the master of the machine--not its servant.

Unless he has updated himself through some form of life-time learning or adult education, the college graduate of a few decades ago lacks some of the knowledge and know-how in today's society. This includes knowledge and skills which are provided in elementary and secondary schools in this decade. The effort to keep up has been energetic, but no one concedes that it has accomplished its mission.

The National Education Association, an organization built around primary and secondary educators, is proud of its role in sponsoring and developing the National Training Laboratories Institute for Applied Behavioral Science, which for more than a decade has had a forceful impact upon educational methodology in the United States. Briefly, NTL has concentrated on how people learn and on blocks to learning rather than on the teaching process itself. This has forced increasing attention to evaluating teaching in terms of its behavioral outcome.

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One reason is the increased level of technological development and the life styles it creates places pressure on each citizen to grow and develop. The matter of employment, as well as the wise use of leisure time, requires continued learning for most people.

A second major reason for adopting new methodology stems from the nature of the free enterprise system. Most instructional methodology depends upon proprietary sources for materials and equipment, motivated by profits produced. Business and industry must place on the market items appropriately successful for educational programming.

A third reason for the application of new methodology is increased available financial resources for education. In recent years increased funding from governmental and private sources has stimulated greatly the use of new methodologies and media. It is also a factor that individuals in America are using more of their personal financial resources for educational purposes.

A fourth major factor is that of instructional efficiency in educational investments. When these factors become as meaningful as they are in the current social-political setting, instructional innovation and appropriate use of media and technology are stimulated at all levels.

Lastly, research and demonstration funds made available from the Adult Basic Education program have supported most of the experimental adult education research carried out by the federal government during the last six years.

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3. Indicate any important changes, such as application of educational technology (particularly use of television for educational purposes) envisaged for the 1970's. Describe as well any plans for the application of systems' analysis for the development of adult education.

The potential of cable television is so varied and great that its future use draws far more attention, speculation, planning, and debate than all the changes and developments in other media and techniques combined. Some say it will have the mass impact of the printing press, the telegraph and telephone, radio and over-the-air television--plus much of the individual impact of face-to-face learning. A multitude of channels feeding a console in every home is envisaged, with these channels providing everything from news and entertainment to individual instruction where the learner can talk with a computer through his cable TV console. In effect this would mean that there would be a learning center in every home equipped to meet individual needs.

A good many questions need to be answered before this dream becomes a reality. One question is who will pay for putting these consoles in the homes of those who need adult education the most, for they are, in general, those least able to afford expensive equipment and the cost of transmission cables. Another question is, who will be the gatekeeper? Who will determine what news, what opinion, what educational material is transmitted over this cable? To turn this authority over to the Federal Government would violate all American traditions and would raise the specter of more of the worst fare now provided by commercial broadcasters. The debate on

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these and other questions has already produced more wordage than is likely to emerge from the conference for which this questionnaire is answered.

On a less glamorous scale, but more immediately and certainly, the overwhelming success of "Sesame Street" on television will certainly have an impact on future educational programming.

"Sesame Street" has turned the techniques of entertainment programs on commercial TV (including jokes, puppetry, animation, miniature story situations, background music, and a theme song) to the teaching of letters and words and numbers and simple arithmetic to pre-kindergarten children. It is widely watched by those over its target age group, including adults, who find it an enjoyable form of entertainment.

An even livelier, more sophisticated sequel series, "The Electric Company," uses the same techniques to teach the graduates of "Sesame Street."

The U.S. Office of Education is seeking to use the same techniques and approaches to produce a program to educate functionally illiterate adults.

"Sesame Street" and "The Electric Company" can be viewed in schools or in the home. They are broadcast over public broadcasting stations which generally have a smaller audience than commercial stations and in many areas are carried over Ultra High Frequency transmitters which do not provide as good picture quality on most American sets as that provided by Very High Frequency transmitters.

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The perfection of home systems for recording of television with a remote control device that would permit a person to record a program while absent for later individual viewing will have dramatic influence on TV programming for educational purposes.

The increased level of technological development and continued availability of finances will certainly bring development of new methodology, media, and technology, and the vision of a multimedia learning resource center in each American home in the not too distant future.

The diversity and variety of quality of adult education in the United States which reflect the society it serves present a challenge to employ systems analysis in the development of a comprehensive national program of adult education in America.

4. Is information about the operational application of modern media and methods readily available in your country? Indicate any need felt for improving international dissemination and exchange of information in this field.

There is a large supply of raw information about modern media and methods but no great volume of organized and evaluated information, guides to compatibility of various hardware and software and certainly no central source for the raw information. There are no standardized guides or procedures available to help an educator select the equipment best suited to his needs and budget and no generally accepted and widely distributed cost-benefit studies of the many systems on the market.

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Part V

PERSONNEL FOR ADULT EDUCATION

V. Personnel for Adult Education

1. Considering that adult education requires a wide variety of personnel, with different specializations, and ranging from those in face to face contact with adult learners, to managers, planners, producers of educational materials (including "software"), and research workers, please indicate the categories of personnel in which shortages are most acutely felt.

Adult education in the United States needs more trained career-oriented personnel. The shortage can be validated by present enrollment and participation figures in such programs as public school adult basic education, college and university extension, retraining programs in business and industry and in continuing education programs of professional associations and organizations. It can also be documented with evidence of the scope and nature of the problems of undereducation, poverty, rapidly changing professional job markets, increase of time for life-long learning and leisure-time (non-work) activities, and the urgent necessity for our environmental understanding and conservation.

Over the past few years, national, regional, and State programs have been initiated to provide and prepare leadership and personnel for some of these adult education programs and activities. However, there remains a significant and varied number of gaps and shortages in adult education personnel.

Categories with the greatest shortages of personnel, training opportunities, and career development opportunities are: Paraprofessional aide, manager, researcher, media specialist, and director of education/training.

(1) Paraprofessional Aide: There is considerable evidence that adult education programs throughout the United States could be strengthened significantly by use of the paraprofessional aide in many tasks. Such

aides would assist the senior professional or master teacher in expanding the instructional program.

(2) Administrators: There is a shortage of well-trained administrators who have an adult education orientation. Many adult education administrators were trained in other areas of education--generally, elementary and secondary education or a subject matter specialty.

(3) Researcher: Although there are many research technicians, analysts, etc., employed today in various aspects of education (universities, public schools, research and development sections of business), most of the people carrying out research activities in adult education have not been trained in the special elements of adult education.

(4) Media Specialists: There are very few technicians in the area of communication/instructional media who are engaged in formal adult education. Again, as in the case of the researchers, media specialists also come from other areas.

(5) Director of Training/Education: There is great growth in the adult education activities of professional organizations and associations. Thus there is need for directors of education in various areas, i.e., scientific, engineering, or space-related business and industry. A central function of such personnel would be the design of programs for personnel development, skills training and education for personal growth. The Director would be skilled in development, planning, budgeting, and evaluation of adult education activities. In addition, the Agricultural Extension Service reports that the most serious shortage of qualified personnel is found in the home economics field and related disciplines.

The demands for more specialized personnel requiring more academic study is reflected in shortages in the humanities as related to education:

human behavior and motivation is an area shortage not so much in a theoretical as in the applied dimension. Practical application of theory is essential.

2. By which institutions, or under whose auspices, are training courses provided for:
   (a) full-time
   (b) part-time
   adult education personnel of different categories (e.g., teachers, instructors, animateurs, counsellors, discussion leaders, monitors, administrators, planners, producers of written and audio-visual materials, etc.)?

The college or university has provided most of the training for adult educators, particularly land grant State colleges. There are approximately 75 institutions of higher education which provide master and/or doctoral level programs in adult education. However, in the past two years, 16 colleges in the Southeast have established either undergraduate or graduate programs for teachers, teacher-trainers, and managers with Federal support.

Community colleges and other special institutes operated by colleges and universities have trained thousands of teachers, teacher-trainers, and administrators in adult basic education since 1964. However, most of these efforts have been designed on an emergency basis with little systematic follow-up. Also, these institutes and conferences have served part-time personnel in most cases. The universities in their degree granting programs have prepared full-time personnel.

Many other government and private groups have funded and organized their own short courses and institutes of training or retraining. But again, the universities have been called upon to provide much of the training in educational techniques for the adult educator.

3. Indicate approximate annual numbers of persons trained by these institutions.

Complete information is not available concerning the number of persons receiving training in adult education. However it is estimated that several thousand students receive instruction on an annual basis in formal adult education courses provided by institutions of higher education. Community organizations, and governmental agencies including the military and profit making businesses in the industrial setting also provide training for additional thousands.

4. What provisions are being made to meet the need for trained adult education personnel of various categories and levels for the 1970's?

The two current major adult education thrusts of the Office of Education of the Department of Health, Education, and Welfare are in Adult Basic Education (the Right to Read program to end illiteracy) and the development of stronger training resources to raise the quality and increase the number of trainers to raise the quality and increase the number of teachers.

The U.S. Office of Education has conducted a pilot regional adult education staff development program which will be extended to the rest of the Nation at a Federal cost of $2,500,000. The results of the pilot program, which are expected to be produced nationally, include: effective coordination between State Directors of Adult Education and selected universities within the State; joint planning by State, university, and local personnel to meet short-and-long-term development needs; establishment of capability to plan and conduct in-service training for adult educators; establishment of faculty capability in adult educators; establishment of faculty capability in adult education in an adequate number of universities; development of complementary areas of

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expertise in adult education in participating institutions; and direction of additional State and local funds into more adult education staff development.

The need for more services in the area of adult education could well cause the Nation to find ways to utilize a resource which has been created by demographic changes within the country. There is a surplus of elementary and secondary teachers at a time when the population pattern is changing to a smaller proportion of school age children and a larger proportion of adults. This resource could be utilized by transferring some mature elementary and secondary teachers into adult education operations after "recycling" training in adult skills and replacing them with the younger teachers coming on to the job market who might have more empathy with young students than with adults. Adjustments of this type often occur without organized supervision to meet the needs of the market in the American society.

Finally, it should be mentioned that the development of cable television could make the present supply of personnel adequate to provide the necessary amount of skills which adult educators now possess and that the new personnel needs in adult education would be in such fields as computer programmers and the assortment of technicians who would prepare the type of audio-visual material which would be transmitted into the home by cable.

Finding knowledge to fill a dozen channels with useful material every day would be relatively simple in comparison with the task of finding the creative and technical skills to transmit this knowledge onto the home screen. Many fine minds in what American calls "the knowledge industry" and the "communications industry" have addressed themselves to the many questions raised by the exciting imminence of cable television with its

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almost limitless potential. They are producing more questions than answers, but they have made it clear that adult education in this Nation is going to need a host of new skills not yet defined for effective electronic education within this decade.

The history of America has been that the technical equipment of communication has kept a few paces ahead of the capability of its human masters to use it effectively. Imagina'ive communicators and educators are working on ways to keep this lag as small as possible when cable television assumes a major role in American adult educaiton.

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APPENDIX II

Media: An Assessment

The statement in the instructions for the questionnaire that it is addressed "particularly to powerful mass-media which are playing an increasing role in the life-long process of educating and training adults" calls for special comment.

There is no association of media operators which could respond to the questionnaire on an item-by-item basis, and there is no central source of Government information which could provide a quantitative measurement of media effects on the education of Americans in or out of school. Qualitative measurements are, of course, subjective, but it can be stated that the mass media in America are subjected to a good deal of criticism for the effect their content has on American attitudes and comprehension of events.

If adult education is defined as broadly as it is in the introduction to the questionnaire, it can be argued persuasively that the majority of Americans receive far more "adult education" from material disseminated over the air or in print as news and entertainment than they receive from so-called "educational" material carried by the mass media.

The size of the United States and the regional diversity of its people and its economic endeavors have contributed to the growth of local newspapers and local broadcasting outlets of widely varying quality, content, and purpose.

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The average American, whatever his age, finds that in a society with the most sophisticated and complex communications industry of any nation in the world, his mind is assailed all day long by written and spoken words, still pictures, and moving pictures to an extent far beyond that which occurs in most nations.

The United States probably has more media components per capita than any nation and wrestles continually with the problem of how to make the media a more useful force in its society--without making it the servant of the Government.

In America the communications media surround its citizens and drench them with sounds and images. For the person who desires to be a contemporary citizen, there is no escape. If he turns off his radio and television set and ignores his daily newspaper, he is depriving himself of the inputs and stimuli which affect the attitudes and actions and which constitute the "life-long education" of millions of Americans.

This brief addendum to our response to the questionnaire is offered not as new information but merely as a reminder that the pervasiveness of the American media should not be overlooked in evaluating the responses to questions, including questions which might seem unrelated to the media.

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